



# Integrating refugees in the Norwegian labour market

Anne Britt Djuve, November 16th, 2017, Oslo

# The Norwegian Introductory Programme (NIP)

## Who

- Newly arrived refugees and their families
- 18-55 years old
- In need of basic qualification
- 27.000 participants in 2017

## What

- Full day qualification program, 2 years (3)
- ...a modest benefit tied to participation in set activities
- No fixed curriculum other than at least some language training and work-oriented activities – and programmes need to be sketched out in cooperation with participants
- Typical content: language classes, on-the-job training, language oriented on-the-job training, courses
- Municipal responsibility to provide a program – much autonomy in implementation

# How effective are the main measures?

- Employment oriented on-the-job training
- Language oriented on-the-job training
- Language training
- User involvement

# Data

## Register data, individual level

- Three cohorts of participants: 2007, 2009 and 2011
- Demographic information
- Municipal information
- Outcomes in terms of transition to regular education, employment (part time/full time), the passing of language tests etc. → 2015/2016

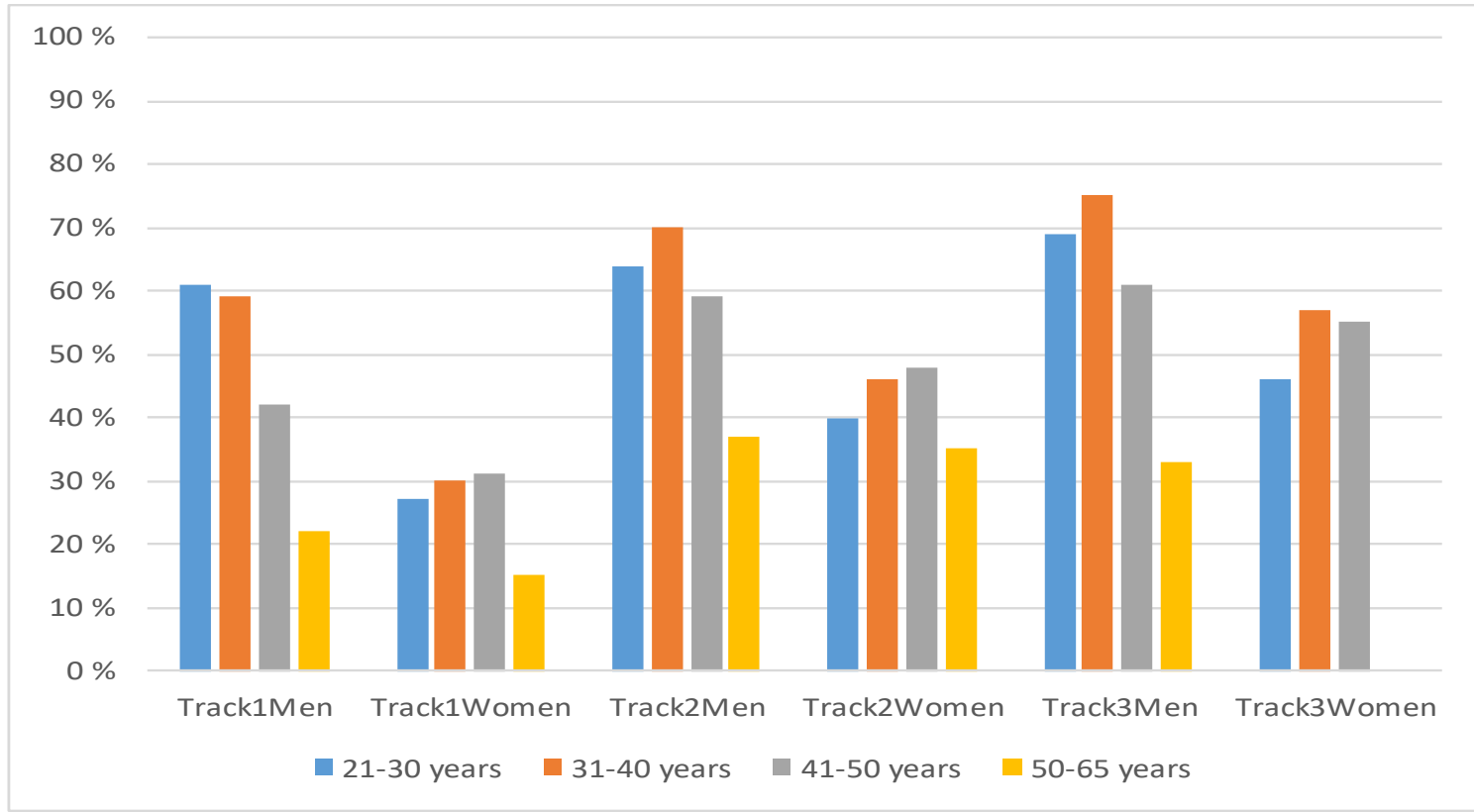
## Four municipal surveys

- NIP Program managers (62 % response rate)
- NIP Caseworkers (66 % response rate)
- Language school managers (58 % response rate)
- Language teachers (46 % response rate)

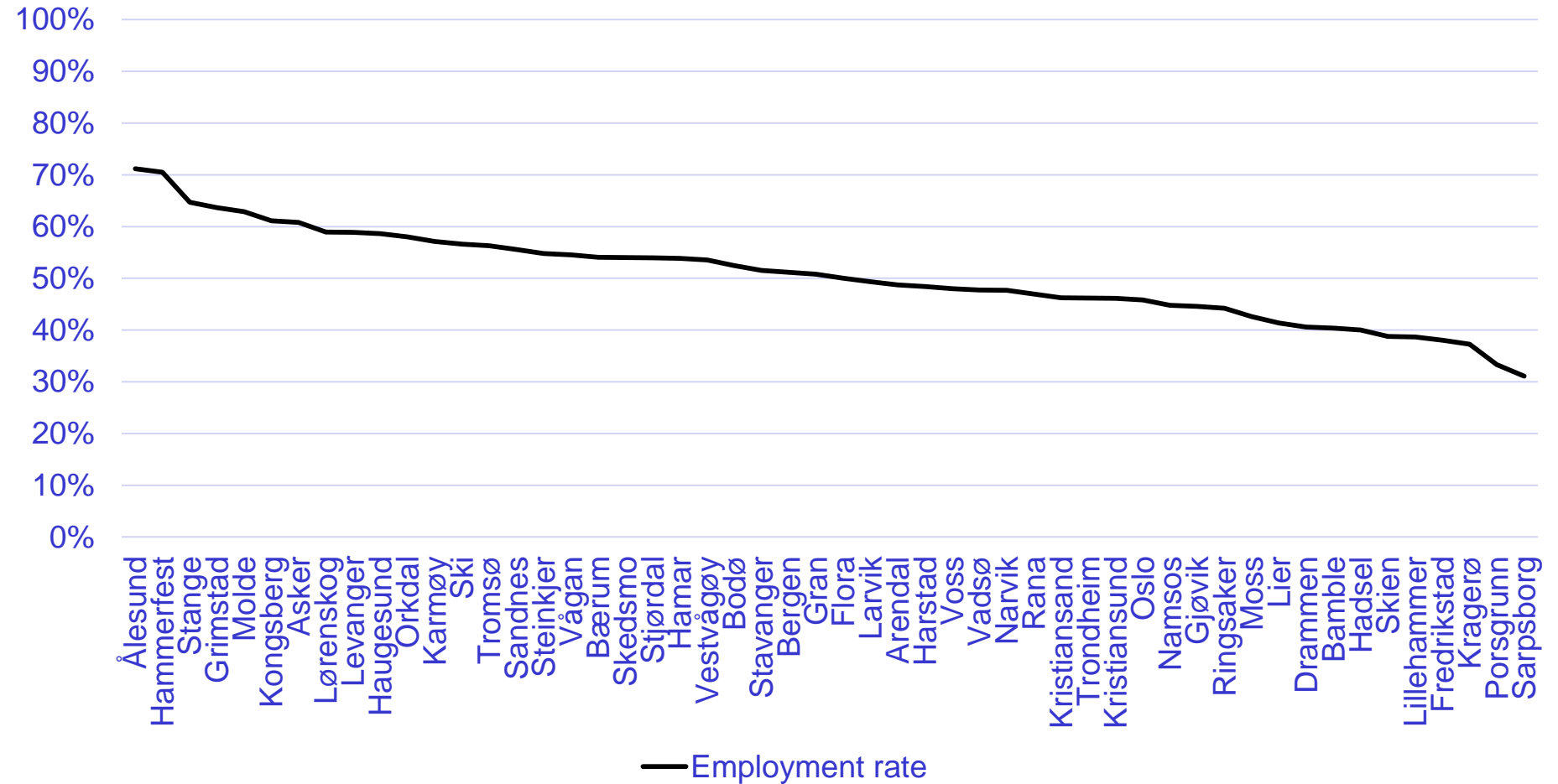
# Methods

- On the job training:
  - Exploit municipal variation in the use of the measures
  - Benchmarking of results
- Language training:
  - Do those who pass language tests fare better in the labour market?
  - Are some ways of organizing training more effective than others?
- User autonomy: influence on program measures

# Outcome: Employment four years after NIP enrolment, by age, gender and 'track'



# Employment rates by municipality, four year after NIP enrolment



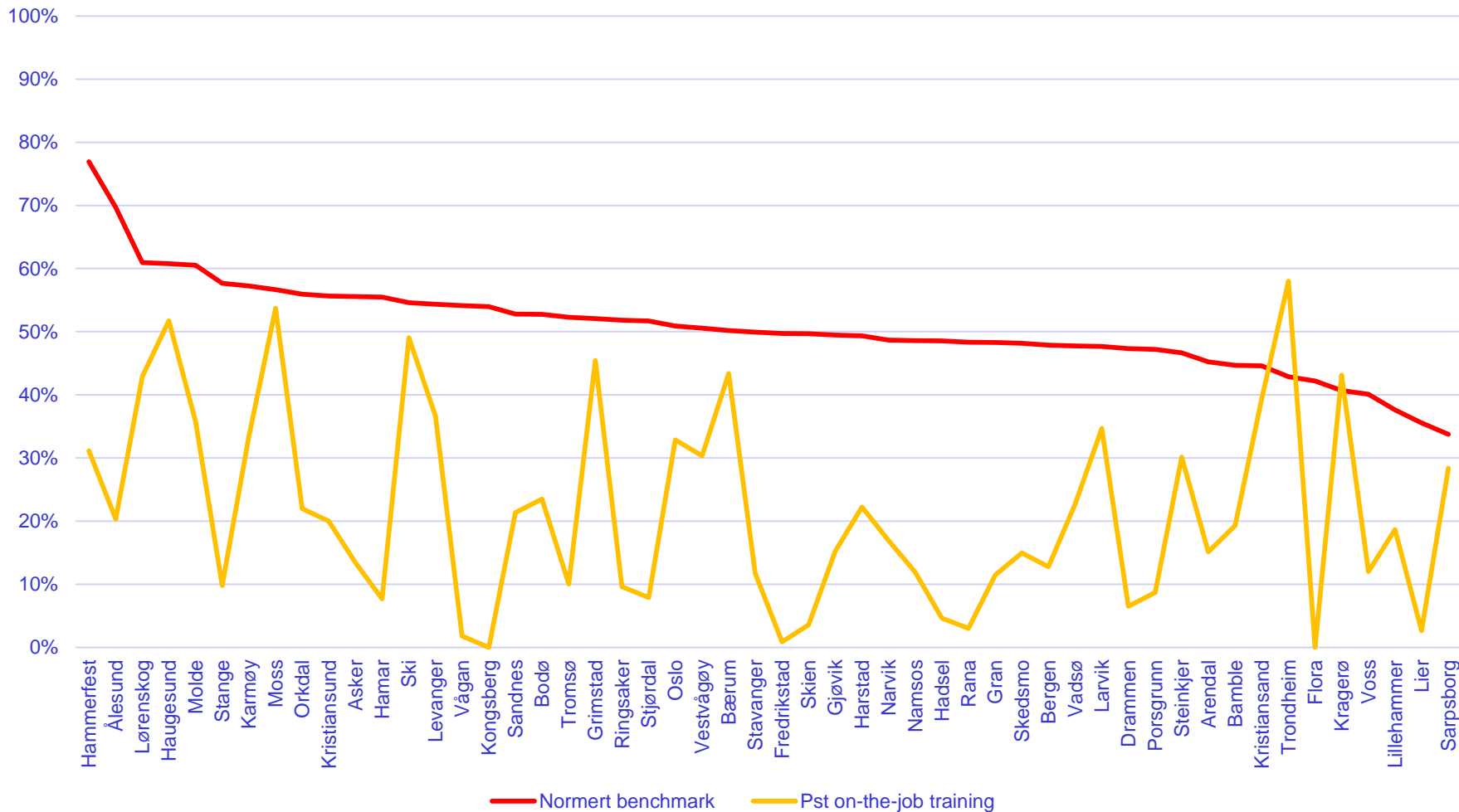
## Employment rates by municipality – unadjusted and adjusted for individual and municipal characteristics



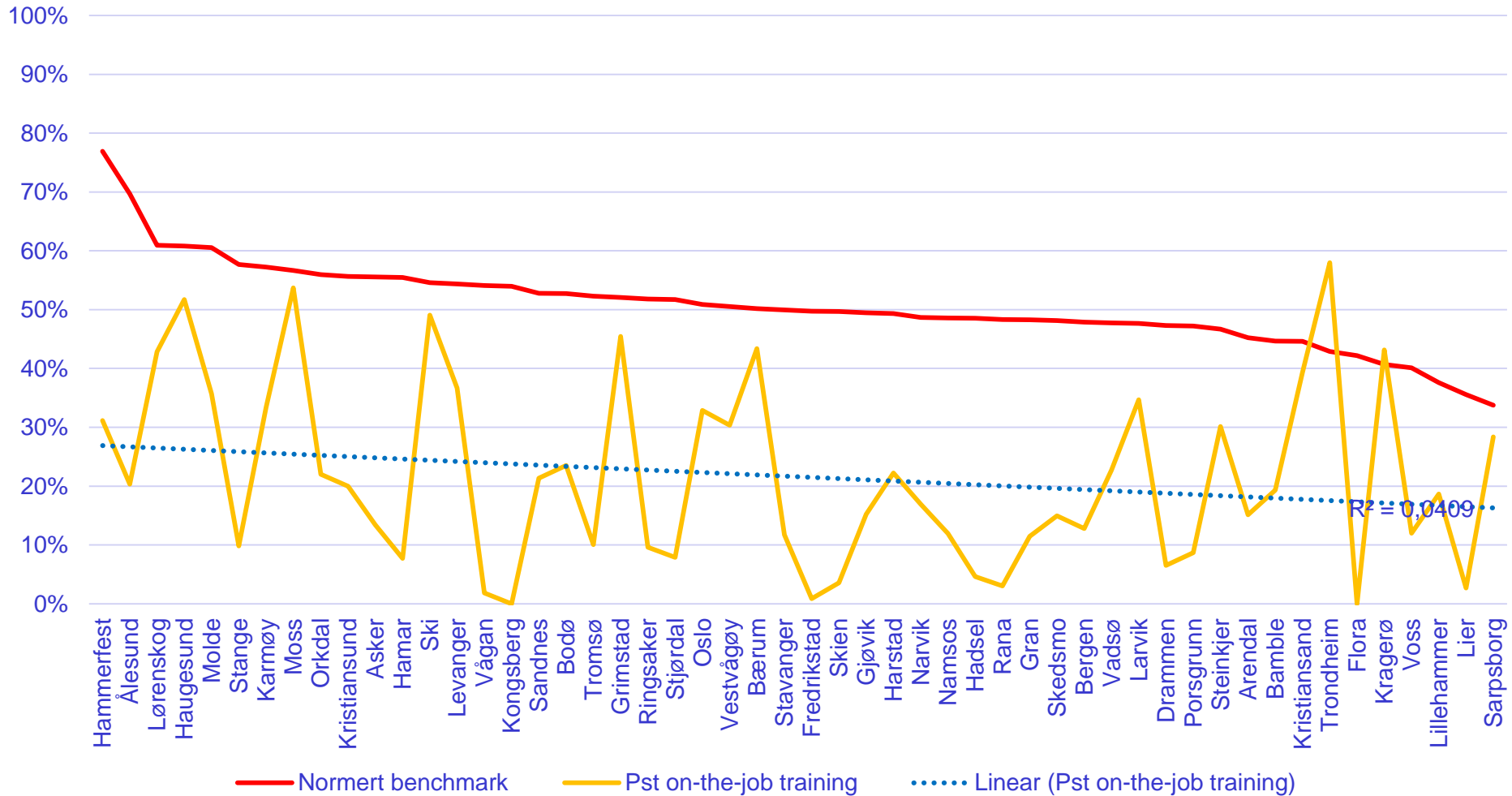


	B	Sig.
Woman	-,658	,000
Age 20-30 (ref 50+)	1,418	,000
Age 30-40	1,493	,000
Age 40-50	,978	,000
Norwegian language track 1 (ref: 2 & not registered)	-,402	,000
Norwegian language track 3 (ref: 2 & not registered)	,203	,079
Primary school	,089	,309
Upper secondary school	,369	,001
University/University college	,217	,049
Eritrea	,614	,000
Somalia	-,698	,000
Afghanistan	,184	,061
Iraq	-,381	,000
Palestine	-,585	,000
Married (2014) (ref: not married)	,293	,000
Female*number of children after 2011	-,631	,000
Number of children under 18	-,393	,000
Number of children after 2011	,517	,000
Child abroad	-,211	,022
Year of arrival in Norway	-,074	,000
Rural/urban municipality	-,197	,005
Number of relocations between municipalitties	,074	,000
Municipal unemployment level 2014	-,180	,000
Constant	147,514	,000

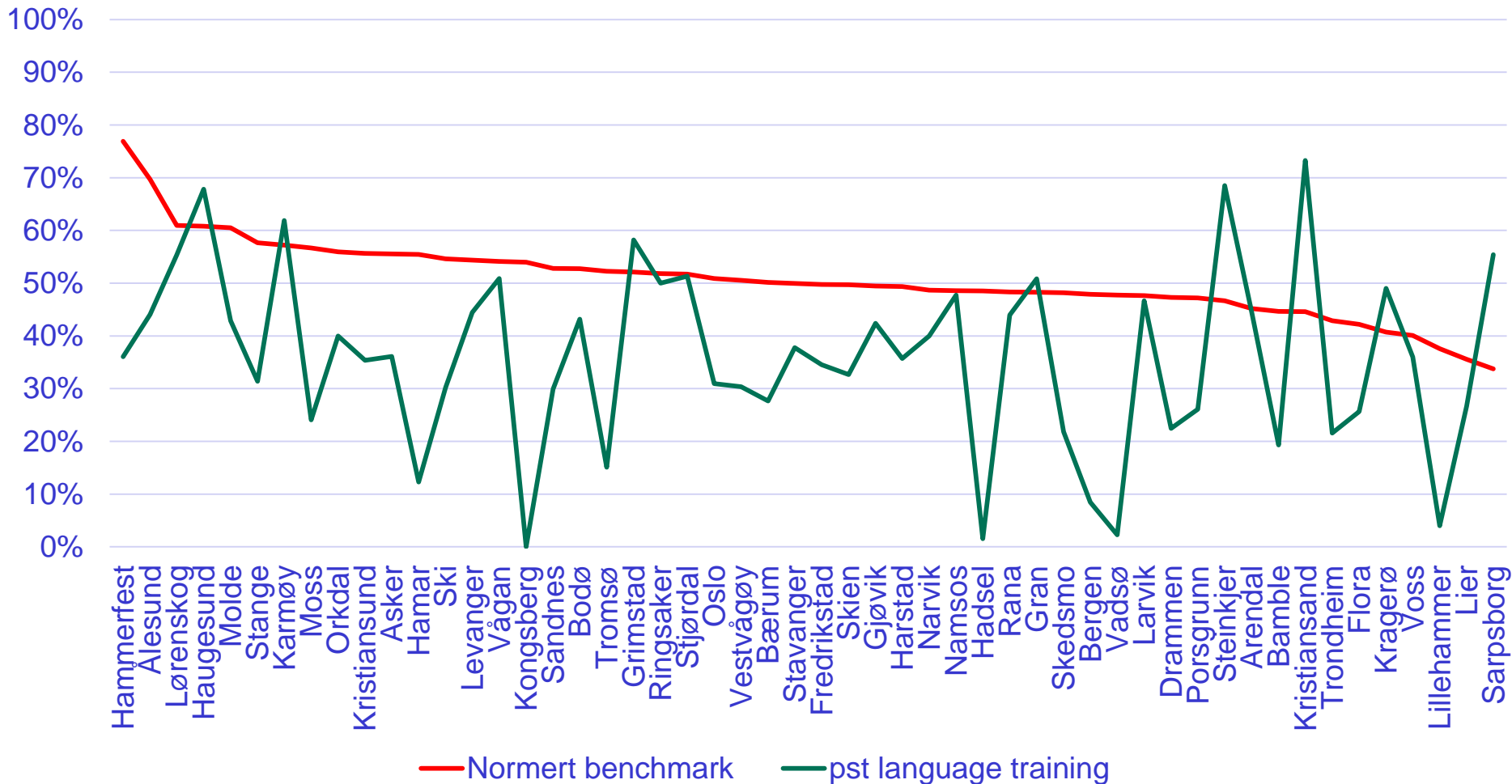
# Benchmarked employment vs on-the-job training



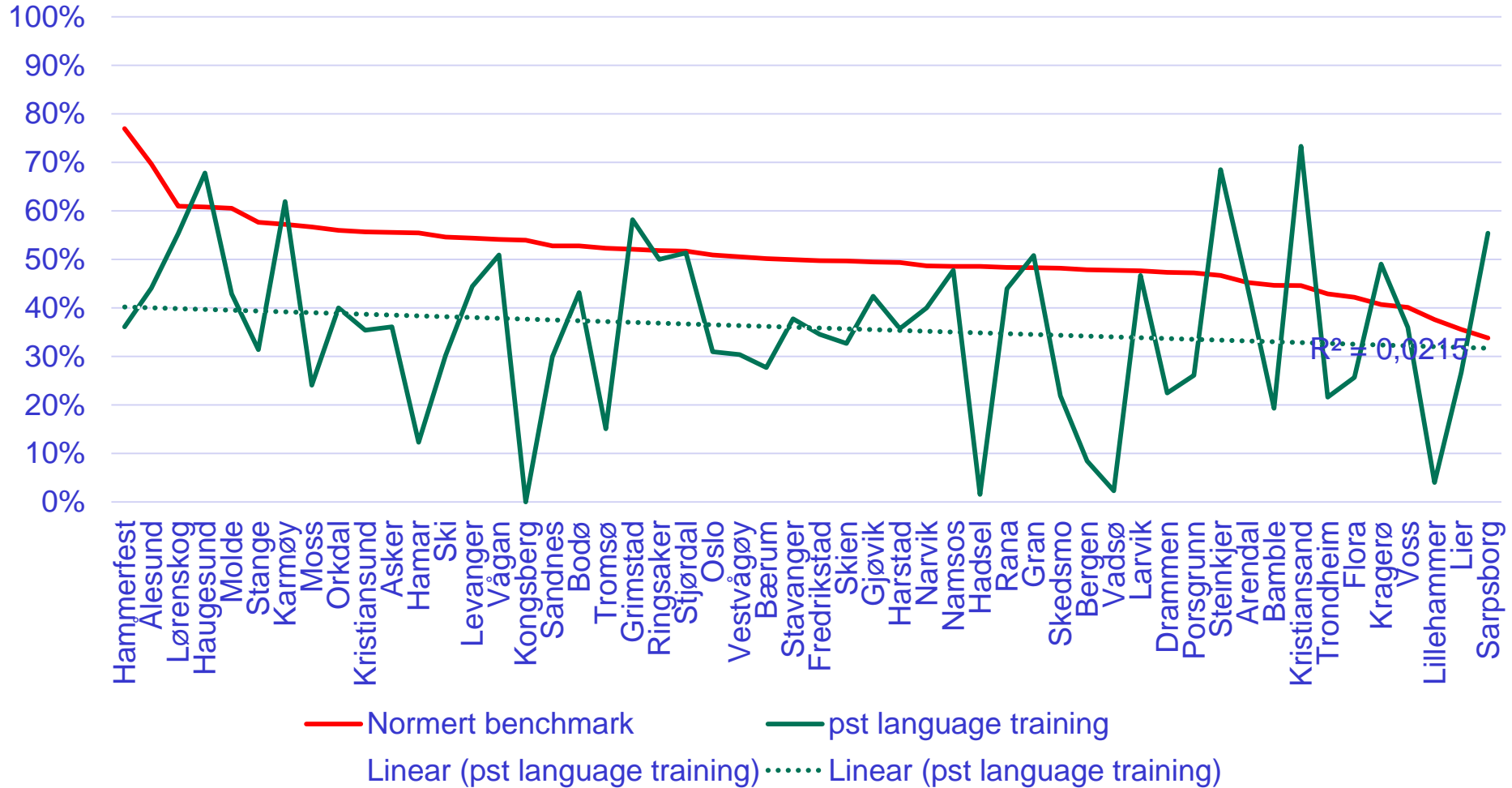
# Employment vs on-the-job training



# Employment vs language-training



# Employment vs language-training



- Cooperative relationships with primary school, secondary school and civil society
- Differentiated teaching: fast track, web-based, combination tracks language training/topics in primary and secondary school
- Teachers who are trained in teaching Norwegian as second language

## What works in Norwegian language training?

## What works in NIP?

- Full day program
- User autonomy
- To pass a language test
  
- Small effects from on-the-job-training, some effects for women on track 2.

- Married man from Somalia, no children in is 30ies, track 2, passed language test 2S, primary school, started in the program in 2009, settled in a medium-rural municipality in Akershus with unemployment rate of 3% (2014), in a municipality where all the caseworkers prioritize user autonomy in cases of disagreement on program contents : 61 %
- Six children, one of them born after 2011: 26 %.
- Eritrea: 59 %, (even with six children).
- Woman: 30 %,
- None of the caseworkers prioritize user autonomy: 24 %.

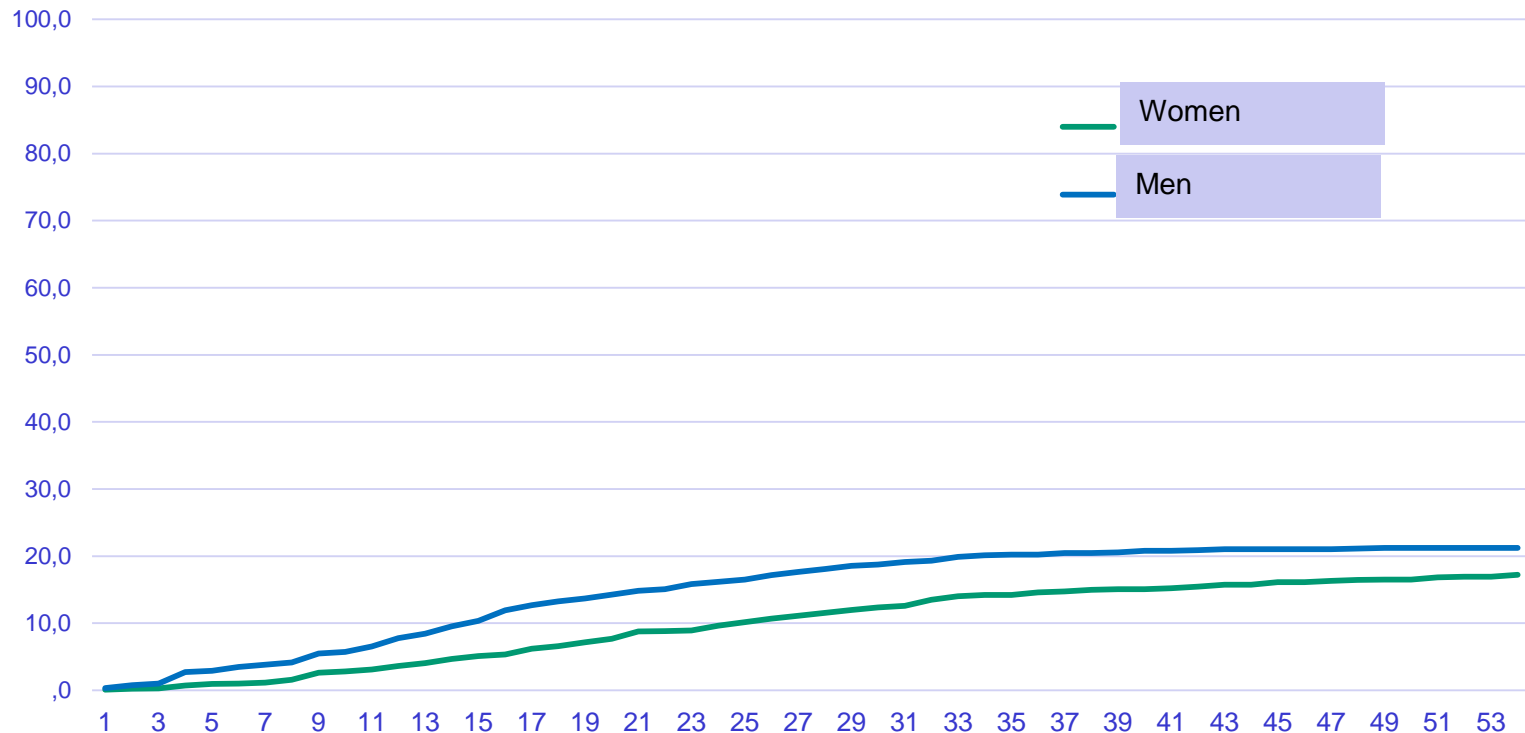
**Calculated probabilities of being in employment four years after enrolment in NIP**



# Why no documented effects of on-the-job training?

- Data problems (poor registration, low N)
- Different effects for different groups
- variable program quality
- Participants with high formal qualifications don't need on-the-job training in order to find work?
- On-the-job training fail to fill the gap between initial qualifications and labour market demands for those with low formal qualifications: few jobs available that they can qualify for through on-the-job-training
- Low language proficiency and slow progression among participants with low formal education makes it difficult to gain from on-the-job training

# Track 1 participants who started Norwegian language training in 2011 who passed language test S2, by months after enrolment



# More of the same – or something completely different?

- Higher quality on-the-job training
- Need to test new methods in language training!
- Better access to formal education adapted to language minorities

# The Nordic context of refugee integration

- Compressed wage structure, regulated labour markets
- Generous and universal welfare benefits
- Limited informal sector

→ High demands on individual productivity and high thresholds for LM entry



# Highest level of education, population 16 years and above. Norway 2014. Source: Statistics Norway

	No education	Primary school	Secondary school	University, short	University, long
Norway	0,0	27,3	41,3	22,7	8,7
Bosnia-Herzegovina	1,2	21,1	43,6	25,1	9,1
Somalia	12,5	63,8	15,4	6,8	1,5
Syria	1,4	45,3	25,1	20,0	8,1
Eritrea	3,5	62,1	22,7	9,3	2,4
Iraq	3,4	50,7	21,6	18,6	5,7

# The nordic model labour and welfare model

